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SOME FUNDAMENTAL NEEDS

the delay. Failure to make the monthly report promptly will constitute sufficient cause for recommitting to prison a paroled convict.

In case of death, removal from the state, refusal to continue to act, or resignation of the first friend and adviser of any paroled convict, said convict shall immediately notify the warden and file a written petition with him for the appointment of another suitable person to act as his first friend and adviser, which petition shall be forwarded to the advisory board in the matter of paroles, with the recommendation of the warden attached thereto.

Willful failure to reply promptly to letters of inquiry from the board or the warden may be considered a sufficient reason for recommitting to prison a paroled convict.

A paroled convict shall not, during the term of his parole, visit saloons, partake of intoxicating liquors of any nature, or associate with persons of evil repute, but shall, in all respects, conduct himself honestly, avoid evil associations, and, in general, pursue the course of an upright, law-abiding citizen.

A convict while on parole shall not leave the state except upon a written permit issued by the governor or the advisory board in the matter of paroles. Should he do so he will be treated in all respects as an escaped convict, and when recaptured will be returned to prison and may be required to serve out the unexpired term of his maximum sentence.

These rules are subject to change, repeal, amendment and addition as may be found necessary or expedient from time to time.

W. E. WALZ.

POLICE.

A Prison Association Secretary on Some Fundamental Needs.—The following is an address delivered before the recent Southern Sociological Congress. It touches fundamental problems sensibly.—[Ed.]

"The new conscience is asserting itself. The bad man has lost his terrors. Men no longer turn from him in fear and horror. He presents a problem that must be faced. Science is addressing itself to the task with results startling in the light of older conceptions. In all this forward movement the bottom round must necessarily be the most fundamental. It is the police court that gets those who first go wrong. It is, therefore, the police court which has an opportunity to check careers of crime by doing the right thing at the right time.

"As at present administered a police court is good for but two things—cash revenues and convict labor. Its justice is measured by a yard-stick rule—\$50.00 or thirty days. The ordinary police court may be likened to a quack doctor dispensing a dose, as distinguished from a treatment. And the dose is not even administered, but inflicted, regardless of the offender's condition or circumstances. Go into a police court in one of our large Southern cities and you will sometimes see as many as one hundred and fifty cases tried a day. The judge has no time for the individual case. He has in most instances only the arresting officers to look to for assistance and this man is usually interested solely in the establishment of his case. The result is that justice is made to stoop to the conception of it possessed by the man on the beat. There is probably not a city in the South where the police do not make needless arrests. Every police court is crowded with those who must undergo needless suffering,

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the wives and children of the accused, a man whose only fault may have been an unintentional wrong. And what good does it do?

"Perhaps irredeemably hardened by the injustice of it all, the narrow cell, the degraded cell mate, they fling back their mute defiance by again transgressing man's law, which they have come to despise. As long as we refuse to separate the crime from the man, so long as we punish the crime without taking thought of the man being punished, so long will our courts debase, rather than uplift and their sentence be a certificate of merit prized by the man who no longer cares.

"Petty offenses so crowd the police court docket that the police have no time to run down the dangerous crook, and rid the city of his peril. The wily blind tiger, the artful manipulator of the jimmy, and the crafty gambler get away with it, while the unschooled get caught. Our punishment doesn't prevent; it merely makes wise. Under such conditions the professional bondsman, the sedulous shyster, the unabashed blackmailer find abundant victims and easy money. The whole system is a mad juggernaut by which those prosper who of all persons ought to suffer.

"What effect has such a state of affairs on the police. Unable to stem the tide they center their whole strength periodically upon particular classes of offenders—now it is the automobile speeder, now the crap shooter, the pistol toter, the unlicensed huckster and peddler, now the prostitute, and then the vagrant, and so on *ad infinitum*. Hopeless of ever reducing crime, and without aspiration they become mere man-hunters. They never dream of saving; their sole object is to pile up a record of arrests, convictions and paid fines.

"If this be the case, the logic of the situation immediately points to the policeman as the target for reform. It is the blue-coat who must be inspired to take higher ground. It is he who in learning his duties as guardian of the peace must interpret them in the individual integrity of every man with whom he comes in contact. It has often puzzled me why the State should expect so little of the policeman, when his real function **takes equal rank with the ministry** itself.

"Any solution of the problem presented by municipal misdemeanants must come out of a more effectively organized police court. Such a court depends on the individual fitness of the police officers. The first requisite for an effective police force is freedom from political domination. The individual must have but one master—the public; must serve but one interest—the public's. How can a community expect adherence to duty from a political henchman? He acknowledges but one master—the man who put him on the city's pay-roll.

"But this is not that phase of the subject I came here to stress. To change older political systems may be necessary, if they exist at the expense of efficiency. It takes time to accomplish this, and we need not wait to better conditions. The first requisite is accurate knowledge of the facts out of which the problems arise. This is to be secured by the discovery of primal causes, and the close study of the effect present methods may have on individual offenders. The public won't stand for snap judgments and criticisms; and nostrums, however plausible, when not backed by facts, are resented. We reformers are usually right, but right almost always too soon. We can double our efficiency if we let the other fellow discover for himself what we may already know. Why

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not install a system, worked by the police department through its own officers, which will bring to light the desired information? Two things will thus be gained—the willing co-operation of the police in remedying the evils discovered and a readjustment of view-point of the policeman towards his duties.

"The system to which I turn, for relief from present conditions is simple enough. It consists of a record card for each person arrested, giving the name and address of the accused, the charge, the officer, the place of arrest, the disposition of the case by the court, the accused's employment record, his marital condition, number of children, time in city, and the underlying cause for his crime or offense. This record is compiled from data gathered by the arresting officer and the receiving officer at the station. When the arrest is made the policeman puts down the name of the accused, the place of arrest and a concise statement of the circumstances of the arrest. This is sent in with the accused. The desk sergeant or precinct captain, as the case may be, further examines the accused, making a record of the additional items. The same card is used no matter how many subsequent charges are brought against the individual. This at the outset emphasizes the man as the problem. We must stop dealing with the case and begin dealing with the individual. Make an end of legal formalism—reach the man.

"In addition to this record card, the proposed system requires two other factors—discretion in the examining officer to dismiss frivolous cases and those not involving spite or intentional wrong on the part of the accused, and probation officers under the control of the examining officer for the purpose of investigating cases before trial, and under the control of the court for supervising those placed under their care by the police magistrate. The trouble with the usual probation system is that it is not part and parcel of the police force, but separate from it, and therefore an object of contempt and ridicule by the police. Unless it is a recognized adjunct of the department, the man on the beat will never acquire the spirit of the probation officer, the very thing he ought to have, and which the whole program here outlined is intended to instill. As was previously emphasized, the man on the beat is the target for reform, and whatever is done, if it does not educate him to conceive of his duties as upon a higher plane of usefulness and service, very little headway will have been made. In order to insure this, probation officers must not only be considered as the co-workers of the police, but in using the discretionary powers vested in the man at the desk, the arresting officer ought to know what has been done, and the reasons for doing it. The case ought not to be dismissed as frivolous or the occasion merely for admonition and warning, without such a course coming to the knowledge of the man who made the arrest. This system is the leaven, and the leaven belongs in the loaf and not separate from it.

"Some time ago there was a scarcity of labor in Atlanta. A great hue and cry was raised in the papers. Pressure was brought to bear on the police to enforce the ordinance forbidding idling and loitering. As a result Decatur street was swept from start to finish and a great herd were driven into the station for vagrancy. They were slammed through the police court, fines were imposed by the wholesale, and like the rain, fell on the just and unjust. No record of employment was taken, no investigations were made. They were caught in the drag net and shared the same fate. Negroes who had been working steadily were sent to the stockade. Their employers were not notified and

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had no opportunity to testify. One of the men caught was a white man named Jenkins. He had been in the city only three days—came here to find work, and intended as soon as located to write for his wife and four children to follow. Jenkins had been unemployed for a long time and looked seedy enough, I grant you. If the proposed card system had been in vogue, the desk sergeant would have learned of his family, where they were, and how long he had been in the city. Jenkins should have been released without trial and referred to the probation officer for a job. As it was, he was locked up and sent to the work-house. It is not denied that an idle mind is the devil's work-shop and vagrancy ought not to be tolerated. But a system which is blind to the causes of an individual's idleness is really manufacturing criminals out of those who may merely be unfortunate, the victims of sickness or disease, perhaps an unhappy home or drink. By producing a condition of utter despair in a man who already thinks he has lost out, the police court is committing a greater crime than the one sought to be punished. And the blotter will exhibit a more serious charge when he is returned for a second offense.

"It is the cause and motive which differentiates offenders and not the crime. Hard luck does not constitute an offense, and yet it may constitute a violation of a city ordinance. Take the case of the man who has lost his nerve through drink. What good does the work-house do him? Or the man mentally incapacitated by worrying over a family discord, or the man weakened by sickness or disease. The court ought to know of such conditions. When the examining officer with the help of a probation officer, is prepared to assist the court, means are at hand to meet each of these situations. Every one of these cases presents an opportunity for the probationary treatment. Take the matter of drunkenness. Let the probation officer under the direction of the receiving officer ascertain the cause of the man's intemperance—whether due to conviviality, discouragement, illness or fatigue. Such a man ought not to be fined or sent to the work-house. He needs the assistance of a friend.

"Very often it happens, however, that idling and loitering, and drunkenness are but the mild manifestations of criminal traits. For instance, there is a man in my town who has been arrested this year on eight separate charges. He continually violates the blind tiger ordinance, has repeatedly been bound over for grave offenses and is thoroughly depraved. What is best to be done in a case of this sort? My only suggestion is an ordinance giving the police court magistrate power to double the term for every subsequent offense, without privilege of paying a fine.

"Not only does this record system distinguish the sheep from the goats, it has further advantages. Its various items will bring light to bear on almost every phase of municipal control. Take for example the item giving the place when arrests were made. Suppose we had a large enough map of the city of Nashville to block it out in detail. Every time an arrest was made in a dwelling a dot would denote the place. Keep this up for a year. You would find that the dots would mass around particular centers—which would show one of four things, that the locality had not a sufficiently large detail of police, or that the police were inefficient. It might show that the neighborhood was insufficiently lighted. Scotland Yard sets the ratial value of a street light and a policeman at as one to eight, a proportion not overestimated. Analysis may show that the residents of the neighborhood had no respectable means of recreation, the only

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diversions offered being the cheap dance hall, vaudeville, from which transition to the bar and nearby dive is very easy. In that event it clearly is up to the city to tear down the buildings and clean a space for a recreation center. Take Atlanta for example: Hundreds of arrests are made in a very limited area in and around Decatur street. The section mentioned is the negro playground. Saturday afternoon and night the colored population crowd the sidewalks so as to render them almost impassable. There are thirty-seven negro beer saloons, there are four blood and thunder places, and twenty odd houses of ill fame—all within five or six blocks. That is absolutely all the city offers the colored people by way of recreation. I dare say such conditions are not the rule only here. On Collins street, the police tell me, it is as much as a man's life is worth to go through there at night. If an arc lamp is worth eight policemen, a well supervised park is worth fifty. The United Cigar Stores choose locations for their stores by counting the number of people passing a particular site. A city ought to distribute its police according to the location of vice centers, arriving at this location by the number of arrests made in a given locality. Statistics thus gathered by the police may point out other needs in the city's administration. By making the man the case, recidivism can be checked because his record card will bring to light underlying causes and the operation of the police magistrate's sentence upon that cause. If he comes back it may be concluded that the effect of this sentence was not beneficial. In that way reform need not go groping about in darkness and suffer a set-back because of a mis-step. The facts will be on hand. Official statistics can be adduced to show the necessity for an inebriate farm, more play grounds, a cure for those addicted to the drug habit, an indeterminate sentence, greater discretionary powers vested in the police magistrate, more manual training in the schools, or an institution to confine the confirmed prostitute. The result of the system is knowledge. When that is attained reforms will plead their own cause, and the police, who now glory in the terror they can inspire, will learn to choose the better part, the redeemed manhood and womanhood of those they now terrorize. When that happens, the blue-coat will in verity be "the finest," a tower of strength, whose strength is spent to make others strong."

PHILIP WELTNER,

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MISCELLANEOUS.

Illinois Conference of Charities and Correction.—The growing interest in problems of research and social service was well indicated in the annual Illinois Conference of Charities and Correction, held at Rockford, October 11-14. For eighteen years this organization has been a free forum for the discussion of preventive and corrective problems. It is held under the fostering care of the state, the expense being met by the State Charities Commission, and the officers and committees are composed of active social workers in the state service and in voluntary agencies.

Formerly the conference awakened very little interest in the state or in the community which had invited its annual gatherings. Greater response has been shown in the past three years, however, and this was pronounced by many the best conference ever held. It may be helpful to other states to give three or four factors which contributed to this result. In the first place, the committees were at work throughout the year. F. Emory Lyon, who was elected president at the last meeting, had told the conference he believed active work should be continuous. Accordingly, the Executive